

**COUNTY OF LOUDOUN**  
**DEPARTMENT OF PLANNING**  
**MEMORANDUM**

**DATE:** December 30, 2008

**TO:** Loudoun County Planning Commission

**FROM:** Marchant Schneider, Project Manager

**SUBJECT:** January 8, 2009 Planning Commission Worksession  
Moorefield Station  
ZCPA 2007-0004, ZMOD 2007-0005

**BACKGROUND**

The Planning Commission held a public hearing regarding the above-mentioned applications on December 18, 2008. No members of the public spoke regarding the applications. The Commission voted 8-0 (Syska absent) to forward the Special Exception (SPEX) applications to a subsequent Planning Commission worksession for further discussion. Commissioners discussed how the Applicant's standard for establishing "reasonable continuity of building façade" would be applied and the "worst case" scenario of its application. Commissioners also discussed the requested zoning modification for the parking requirements of the Moorefield Green community center; specifically, how the 400 foot radius for the credit of on-street parking is applied to both the pool facility and club house making up the community center. Commissioners requested supplemental exhibits illustrating the application of Applicant's standard of "reasonable continuity of building façade" and an overlay of the Leesburg Outlet Mall onto the community center with a corresponding 400 foot radius.

The Planning Commission Public Hearing Staff Report identified several outstanding issues regarding off-street parking standards and Office of Transportation Services (OTS) review of the traffic impact, if any, associated with the Applicant's request to exceed 0.4 Floor Area Ratio (FAR) on individual lots within the TDSA. The status of these issues and the Applicant's response to the Commission's request for additional exhibits is discussed below.

**COMMUNITY MEETING**

The Applicant held a community meeting on December 15, 2008, at Founders Hall of the Ashburn Volunteer Fire Rescue Department. One member of the public attended as well as the Dulles District Planning Commissioner.

## **ISSUES**

1. **Off-Street Parking Requirements within TDSA.** The Zoning Ordinance requires that off-street parking within the TDSA of a PD-TRC zoning district “not interfere with the reasonable continuity of building facades and pedestrian activity.” Due to the subjective nature of what constitutes the reasonable continuity of a building façade, the Applicant has proposed a percentage limit on the amount of street frontage per block within a limited area of the TDSA that could be developed as screened (i.e. fence or masonry wall), off-street surface parking. Separate standards would be applied to permanent, off-street surface parking and off-street surface parking intended as an interim condition to future structured parking or commercial development. (See Exhibit E included with Attachment 2).

**Applicant Response:** The suggested language is to establish a standard recognized by the County as meeting the continuous building façade requirement of the Zoning Ordinance. The standards will create a “safe-haven” for developers attempting to obtain financing where some level of interim surface parking will be permitted and screened as proffered by Exhibit E. The Applicant states the timing of off-street surface parking and conversion to structured parking will be market driven and that it is not practical and/or feasible to identify the placement of off-street parking at the current stage of the project’s development.

**Staff Recommendation:** Staff has expressed concern that the percentages block frontage developed as permanent (20%) and interim (50%) off-street surface parking will become the standard for block design as opposed to promoting a site design within the ITDSA that is consistent with the design policies of the Revised General Plan and the previously proffered Moorefield Station Design Guidelines and Development Standards. Staff recommends relying on a case by case evaluation of block design within the TDSA as part of a Final Development Plan and/or Site Plan.

**Commission Request:** The Commission requested that the Applicant provide an illustrative demonstrating the proffered off-street parking standard under a “worst case” scenario (i.e. the standard as applied to every block within the specified area of the TSDA). The Applicant has provided two exhibits illustrating an example of the permanent, off-street surface parking standard for opposing blocks (i.e. opposite sides of the street) and the off-street surface parking standard where future commercial development and/or structured parking is anticipated (see Attachment 2).

2. **Zoning Modification for Credits for On-Street Parking.** The Applicant has proposed a Zoning Ordinance Modification (ZMOD) to increase from 30% to 50% the amount of on-street parking within 400 feet of a community center within the TDSA that can be credited to meet the off-street parking requirements for the community center (see Exhibit B to the Concept Development Plan distributed with the Public Hearing Staff Report). Because the Moorefield Green community center and perimeter private street constitute a single “lot”, both parking spaces on the perimeter private road surrounding the community center (29

spaces) and the parking lot north of the community center (16 spaces) can meet the off-street parking requirements for the use. As a result, 72 of the estimated 88 spaces required to support the proposed community center are unreserved, on-street parking spaces within the surrounding residential development.

**Applicant Response:** The Applicant states the use of the community center will be limited to adjacent neighborhood residents and their guests, therefore reducing parking demand by patrons of the community center. The Applicant suggests that its inability to credit the excess on-street parking identified on Exhibit B would have unintended consequences to the pedestrian-oriented design of the neighborhood served by the community center. A requirement to provide additional off-street parking within the lot or in proximity to the lot would limit the size and/or eliminate the community center, would reduce adjacent recreation open space, and would otherwise encourage residents to drive rather than walk to the community center.

**Staff Recommendation:** Staff has expressed concern that regardless of the exclusive nature of the community center (i.e. only to be used by the residents and guests) and the excess parking spaces identified on Exhibit B, the significant amount of unreserved, on-street parking spaces (72 spaces) intended to meet the parking requirements of the community center (88 spaces) may be disruptive to residents having to compete for on-street guest parking and whose yards may be subject to "cut through" pedestrian traffic walking to the community center from excess on-street parking spaces provided on parallel streets. Parking for a civic use throughout the adjacent residential neighborhood as shown on Exhibit B is not supported by the Revised General Plan. Additional off-street parking to meet 50% of the parking requirement of the recreation center (28 spaces in addition to the 16 provided) could be supported by Staff.

**Commission Request:** The Commission requested that the Applicant provide an illustrative identifying a 400 radius to the pool facility and club house constituting the community center. The Commission also requested overlay of the Leesburg Outlet Mall onto the community center with a corresponding 400 foot radius. The Applicant has provided three exhibits illustrating the requested information (see Attachment 3).

3. **Increased Development Concentration of Non-residential Development – Traffic Impact.** The Applicant has requested that certain individual lots within the within the Transit-Designed Supportive Area (TDSA) exceed 0.40 Floor Area Ratio (FAR) with no resulting change in the overall development density of the original ZMAP application. The Zoning Ordinance requires that such requests include a traffic analysis that shows no deleterious effects on the local or regional network as a result of the increased concentration of development, unless such effects are mitigated.

**Issue Status:** OTS has concluded that the previously proffered roadway network remains adequate to serve the requested increase of development concentration within the TDSA.

**Staff Recommendation:** Staff can support the Applicant's request that individual lots exceed 0.40 Floor Area Ratio (FAR) within the Transit-Designed Area (TDSA), so long as the overall FAR does not exceed 0.40.

### **STAFF RECOMMEDATION**

Staff makes the following conclusions regarding the Zoning Concept Plan Amendment and Zoning Ordinance Modification applications:

1. Staff can support the Applicant's request that individual lots exceed 0.40 Floor Area Ratio (FAR) within the Transit-Designed Area (TDSA), so long as the overall FAR does not exceed 0.40.
2. Staff can support the Applicant's request provide a modified phasing plan for the Mix of Uses within the TDSA.
3. Staff cannot support the Applicant's proffered standard establishing continuity of building façade to meet the off-street parking requirements for the PD-TRC Zoning District Requirements (TDSA area).
4. Staff can support the Applicant's Zoning Ordinance Modification request to exclude alleys and sight-distance easements from required street tree planting areas.
5. Staff can support the Applicant's Zoning Ordinance Modification request to permit a private street to serve a use other than single family attached, townhouse or multifamily use (a Public Safety Center).
6. Staff cannot support the Applicant's Zoning Ordinance Modification request increase the percentage of on-street parking spaces which can credited to the off-street parking requirements for a residential community center.

### **DRAFT MOTION(S):**

- 1a. I move that the Planning Commission forward ZCPA 2007-0004 and ZMOD 2007-0005, Moorefield Station, to the Board of Supervisors with a recommendation of denial, based on the Findings for Denial attached.

**OR,**

2. I move that the Planning Commission forward ZCPA 2007-0004 and ZMOD 2007-0005, Moorefield Station, to a Planning Commission worksession for further discussion.

**OR,**

3. I move an alternate motion.

### **Attachments**

1. Findings for Denial
2. Examples of Applicant's Application of Continuous Building Façade Standards (3)
3. Moorefield Green Community Center Parking Exhibits (3)

**FINDINGS FOR DENIAL  
ZCPA 2007-0004, ZMOD 2007-0005  
Moorefield Station**

1. The proposed Zoning Concept Plan Amendment application is consistent with the Revised General Plan (RGP) and the Toll Road Plan which designate the subject property for Business uses and Transit Oriented Development (TOD).
2. The proposed Zoning Concept Plan Amendment (ZCPA) and Zoning Ordinance Modification (ZMOD) regarding off-street parking requirements within the Transit Designed Supportive Area (TDSA) are not consistent with the design policies of the Revised General Plan and the previously proffered Moorefield Station Design Guidelines and Development Standards.
3. There are no deleterious effects to the local or regional road network as a result of the requested concentration of non-residential development along Loudoun County Parkway.